

Report of Chief Planning Officer

Report to Burmantofts and Richmond Hill, Little London and Woodhouse Ward Members and Chair of Community Committee

Date: 18th November 2019

Subject: Designation of the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area

Are specific electoral wards affected?	x <input type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Burmantofts and Richmond Hill Little London and Woodhouse	
Has consultation been carried out?	x <input type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes x <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes x <input type="checkbox"/> No
If relevant, access to information procedure rule number: Appendix number:	

Summary

1. Main issues

1. The Localism Act 2011 gives local communities a ‘right’ to prepare a neighbourhood plan which could decide where new development takes place, what it looks like and set out opportunities to improve local sustainability.
2. The Council has received an application for the designation of the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area, made by East Street Arts on Behalf of the local community.
3. The first stage in the neighbourhood planning process is the designation of the neighbourhood area. This designation will define the area that the neighbourhood plan will cover and give the community confidence and certainty to proceed to the next stages (neighbourhood forum designation and plan preparation).
4. Ward members have worked closely with East Street Arts and community representatives to define the proposed neighbourhood area (shown on Plan 1).
5. Comments were invited on the application for a period of 6 weeks between 16th Sept-28th Oct 2019. Seven representations have been received, either supportive of the application or neutral (see Appendix 2).
6. Once the neighbourhood area has been designated, an application will be made for the designation of the neighbourhood forum. It is anticipated that this will be submitted to the Council early 2020.

Recommendation

The Chief Planning Officer designates the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area.

1. Purpose of this report

- 1.1 This report seeks approval for the designation of the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area.

2. Background information

- 2.1 The Localism Act 2011 gives local communities a 'right' to prepare a Neighbourhood Plan. A Neighbourhood Plan could decide where new development takes place, what it looks like and include other issues that are locally important. These plans can be simple, single-policy plans or they can be multi-policy and more complex if that is what the community wishes. However, they must follow the 'Basic Conditions' as required by legislation:

- Be in general conformity with local planning policy (the Core Strategy, Site Allocations Plan) and national planning policy (National Planning Policy Framework);
- Have appropriate regard to national policy;
- Contribute to the achievement of sustainable development;
- Be compatible with human rights requirements and EU obligations.

- 2.2 The independent examination will test the submitted policies against the 'Basic Conditions', as well as consider other relevant matters such as the consultation and engagement undertaken and the clarity of the plan overall. The neighbourhood plan may also include projects but these will not be tested by the examiner but he/she may make general observations about them.

- 2.3 The statutory responsibilities of the Council are:

- Designation of a neighbourhood area
- Designation of a neighbourhood forum
- Publication of a submitted Neighbourhood Development Plan for consultation
- Organise, manage and pay for the independent examination
- Organise, Manage and pay for the Referendum
- The formal assessment of the agreed Neighbourhood Development Plan against EU Regulations

- 2.4 It is clear from the experience of neighbourhood planning in Leeds and elsewhere that the most successful neighbourhood plans are in areas where there is good collaboration between the community, the local authority and other key stakeholders. Holbeck is considered to be an exemplar in this regard nationally and it is hoped that this success will be replicated in Mabgate, Lincoln Green and Burmantofts.

3.0 **Main issues**

Compliance with Planning Regulations

3.1 The Neighbourhood Planning (General) Regulations 2012 specify the criteria that must be met and included in neighbourhood area applications. An application must include the following, as required by the Regulations:

- a map which identifies the area to which the application relates;
- a statement explaining why this area is considered appropriate to be designated as a neighbourhood area; and
- a statement that the organisation or body making the area application is a relevant body for the purposes of Section 61G of the Town and Country Planning Act 1990 (as Amended)

3.2 The application received is attached in Appendix 2. The information provided in the application satisfies the statutory conditions (outlined above), as follows:

Map identifying the proposed neighbourhood area

3.3 The application includes a map that clearly identifies the proposed neighbourhood area.

A statement explaining why the area is considered appropriate

3.4 The application includes a comprehensive statement that sets out why the proposed neighbourhood area is considered appropriate:

“The proposed neighbourhood area contains the majority of businesses in the Mabgate area and the residential area of the Lincoln Green Estate, Ebor Gardens and part of Burmantofts and is based on the consideration of the Mabgate area as a largely historic industrial area, which now functions as a hub for local independent artistic and creative businesses, as well as light industry, warehousing, and cultural/leisure-based organisations. The inclusion of the Lincoln Green Estate and adjoining residential areas in Ebor Gardens and Burmantofts is in recognition of the fact that Mabgate acts as a gateway to the city centre for many local residents, and a key focus of the neighbourhood plan is likely to be the permeability and connectivity of the area, serving as a bridge between inner city residential communities and Leeds City Centre.”

3.5 The proposed neighbourhood area is based on consultation and engagement over an 18 month period and a careful consideration of the opportunities that neighbourhood planning could generally bring to the area. There is an expectation that a neighbourhood plan (and neighbourhood planning) will allow the local community to shape and benefit from development opportunities in the area, make the area more sustainable and improve community cohesion.

Relevant body

3.6 The application includes a comprehensive statement that sets out why the Mabgate, Lincoln Green and Burmantofts Interim Neighbourhood Forum is a relevant body for the purposes of Section 61G of the Town and Country Planning Act 1990 (as Amended). The statement (fully set out in the application pages 1-3)

sets out how preparations for setting up an interim neighbourhood forum are well underway and that interest in membership of the forum has come from residents, businesses, local organisations and third sector organisations. As well as interest from local residents, a wide variety of groups/organisations operating in the area have expressed interest in being involved:

- Touchstone
- Leeds Refugee Forum
- Burmantofts Senior Action
- Burmantofts Gala
- The Great Get Together Evets
- Lincoln Green Engagement Group
- The Bridge Community Church
- The Coop Academy
- Shakespeare Primary School
- Emmaus
- Lincoln Green Community Centre

- 3.7 There is a detailed 12 month plan in place to build a representative and empowered neighbourhood forum. The Council has already committed funding to support this as part of a three-phased approach which will use creative approaches to build up awareness and capacity for neighbourhood planning. The first phase will identify a creative facilitator who will help secure representative forum membership of at least 21 people and co-design a programme of wider engagement activities. The second phase will build up capacity within the forum and deliver a range of engagement activities and events and the third phase will centre on a public event on the first draft of the plan.
- 3.8 Membership of the neighbourhood forum is open to anyone living, working or carrying out business in the proposed neighbourhood area, including elected members from Burmantofts and Richmond Hill and Little London and Woodhouse. The membership will be representative of the character, make up, and diversity of the area and will meet relevant legal requirements. This will be subject to a separate application for the designation of the neighbourhood forum and will be considered at a later date.

The appropriateness of the neighbourhood area

- 3.9 To assess the appropriateness of any proposed neighbourhood area, the Local Planning Authority must ensure that neighbourhood areas are coherent, consistent and appropriate in planning terms. This includes ensuring that no part of the proposed Neighbourhood Area overlaps any part of any other Neighbourhood Area (in fulfilment of Section 61G(7) of the Act) and also that no part of the proposed Neighbourhood Area consists of or includes the whole or any part of the area of a parish (in fulfilment of Section 61G(3)(b) of the Act). There is no neighbourhood planning activity in this wider area so no part of the proposed neighbourhood area overlaps any part of any other neighbourhood area, nor does it include any part of a parish.
- 3.10 Other factors to be taken into account in assessing the appropriateness of a neighbourhood area include:

- Any natural or man-made features (such as rivers, roads, railway lines or canals);
- Catchment areas for current or planned infrastructure;
- Development proposals and allocations;
- Environmental and other designations;
- Existing settlements, housing estates or neighbourhoods;
- Community identity.

3.11 Although the proposed neighbourhood area is not a distinct 'neighbourhood' in its own right, a powerful case is set out in the application for the boundary as proposed. The most compelling reason of all is that the neighbourhood area as proposed has been defined as a result of a 'bottom up' process of engagement with residents, key stakeholders and local ward members and endorsed by them prior to the submission of this application. The proposed neighbourhood area also follows a clear and logical boundary on the ground and is wholly defined by existing roads (including Regent Street and New York Road) as shown on Map 1. As well as these compelling reasons, the opportunity to explore how neighbourhood planning can help the Council and its partners to help deliver the 'Inclusive Growth Strategy' by working closely with the local community in an area with significant economic, environmental, cultural and artistic opportunities only adds to the appropriateness of the designation.

4. Corporate considerations

Consultation and engagement

- 4.1.1 The Council has a statutory requirement to publicise for 6 weeks any qualifying applications received to re-designate a neighbourhood area. The public consultation period took place from 16th September to 28th October 2019.
- 4.1.2 The application was advertised on the Council's website, East Street Arts website and paper copies were made available at the City Centre Hub. Site notices were also posted at key locations throughout the proposed neighbourhood area.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The Government has undertaken an Equalities Impact Assessment of the Localism Act in relation to neighbourhood planning (2011). The Council views the neighbourhood planning process as an opportunity to deliver equality, diversity, cohesion and integration objectives.
- 4.2.2 The interim forum is particularly keen to ensure that neighbourhood planning in Mabgate, Lincoln Green and Burmantofts is inclusive and representative and work on this will start once the neighbourhood area has been designated.

4.3 Council policies and the Best Council Plan

Neighbourhood planning links well to all three of the Council's corporate priorities set out in the Vision for Leeds:

- Leeds will be fair, open and welcoming (neighbourhood plans must not breach, and be otherwise compatible with, EU obligations and be compatible with human rights requirements);

- Leeds' economy will be prosperous and sustainable (the making of the neighbourhood plan must contribute to the achievement of sustainable development);
- All Leeds' communities will be successful (the making of the neighbourhood plan must be in general conformity with the strategic policies contained in the development plan for Leeds, a significant part of which is planning for growth).

Neighbourhood planning also meets the Council's value of 'Working with Communities' and "empowering people to influence decisions where they live" as set out in the Council's Best Council Plan 2018-19 and 2020-21.

Climate Emergency

- 4.3.1 A climate emergency was declared at Council meeting 27th March 2019. This has significantly raised the interest in planning and development issues in communities across the city. For neighbourhood plans, the Council is encouraging groups to include policies and projects which respond positively to climate change issues. There will be a workshop for neighbourhood planning groups in September which will seek to provide inspiration and practical steps for neighbourhood planning groups. This will be facilitated by officers and the Centre for Alternative Technology.

4.4 Resources, procurement and value for money

- 4.4.1 The Council will be able to claim £5,000 for the designation of the neighbourhood area from the Ministry of Housing, Communities and Local Government.

4.5 Legal implications, access to information, and call-in

- 4.5.1 The Council will be responsible for ensuring that a neighbourhood plan has been produced in line with relevant legislation.

4.6 Risk management

- 4.6.1 There are risks at all stages of the neighbourhood planning process but the Council seeks to manage this risk by working collaboratively with designated neighbourhood planning groups.

5 Conclusions

- 5.1 The application is comprehensive and represents the best possible start to the neighbourhood planning process in a non-parished inner-city neighbourhood area. Work so far has been inclusive, visionary and fun and it is expected that with the expertise and flare of East Street Arts and others in the area an exciting and visionary neighbourhood plan could be prepared.

6 Recommendations

- 6.1 The Chief Planning Officer designates the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area.

7 Background documents¹

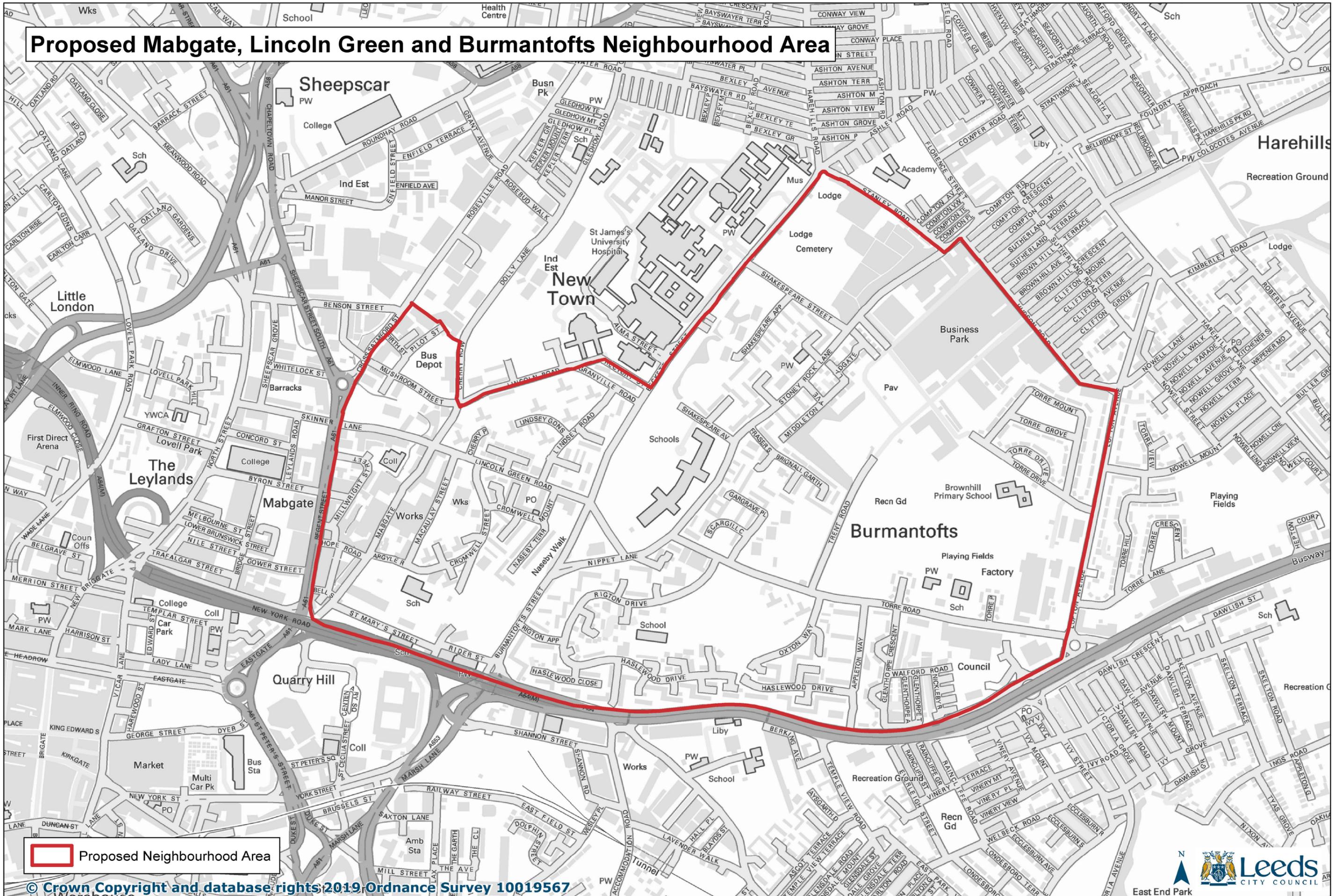
7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1

Proposed Mabgate, Lincoln Green and Burmantofts Neighbourhood Area

Proposed Mabgate, Lincoln Green and Burmantofts Neighbourhood Area



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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

Path: L:\CGM\Nazia Fazal\Projects\Abbie Miladinovic\Neighbourhood Planning\Potential Mabgate and Lincoln Green Neighbourhood Plan Area.mxd Produced by: NF Date: 13/11/2019



Appendix 2

Application for the designation of the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area

EAST ST ARTS

**MABGATE, LINCOLN
GREEN AND
BURMANTOFTS
NEIGHBOURHOOD AREA**

Mabgate, Lincoln Green and Burmantofts Neighbourhood Area

Statement of Appropriateness to be designated as a Neighbourhood Area Pursuant to Regulation 5(b) of the Neighbourhood Planning Regulations (2012)

In November 2017, an early scoping meeting took place between representatives of East Street Arts and officers at Leeds City Council, to discuss opportunities for neighbourhood planning activity in the Mabgate and Lincoln Green area, located on the edge of Leeds City Centre.

Since November 2017, engagement work has been undertaken in the local area to build up capacity, explore options and to bring together an interim Neighbourhood Forum. This engagement has focused on options for the boundary and early scoping work on a vision for the area. The boundary has been informed by a variety of people in the local area. Initial work focused on a boundary based on the Mabgate part of the now proposed neighbourhood area, however the local events described below included people from the wider Burmantofts and Lincoln Green area, generating interest for a neighbourhood plan covering a wider area than initially discussed. Local Ward Members have been closely involved in the work to agree a proposed boundary.

A summary of the work undertaken between November 2017 and June 2019 is as follows:

- In October 2017 we delivered 'The Art of Development' – an event discussing “hidden” Mabgate, the strength of creative industries in the area and relationships with strategic regeneration objectives, sparking an interest in neighbourhood planning in the area.

- In December 2017 we ran two public workshops (advertised by a flyer to every address within the Mabgate and Lincoln Green area) to discuss the potential for a neighbourhood plan and boundary options. The workshops also included a local history walk led by Robert Dyson. Suggestions for the boundary were drawn on acetate and projected onto a studio wall. These suggestions were then used to begin ideas of where the boundary could be.
- As part of this invite local people were invited to share photos of the area which were then displayed at the event. This started to visually gather the key places and landmarks people identify as the area. These were brought together in a digital map along with the initial thoughts about boundaries and is available at: bit.do/ourlocal
- At Burmantofts Senior Action Spring Fair we set up a stall to provide introductory information on neighbourhood planning. Discussions focused on the connections between Lincoln Green and Burmantofts, key community assets in the area and how the area has changed and developed over time. Key assets in the area were identified as Co-op Academy, Lincoln Green Shopping Centre, Oxon Fields green space and access points to the city centre.
- During regular attendance at the Lincoln Green Engagement Group, hosted by Leeds City Council, wider issues in the area were raised and discussed such as the District Heating Scheme and planning for co-developed events such as the Lincoln Green Great Get Together.
- In May 2018, a “walk-about” was done with officers mainly from the City Development directorate at Leeds City Council, with officers representing: planning, highways, regeneration, culture and sport and environment and design, looking at potential interventions that could be made in the area with work to be picked up within the context of the neighbourhood plan.

- In June 2018 we hosted a stall at the Lincoln Green Great Get Together, talking to local residents and children and using pavement chalks to look at questions such as 'what would you change in this neighbourhood?' 250 local people were in attendance at this event, 40 comments were received on strengths/weaknesses of the area.
- In August 2018 we set up a stall at Children and Young People's day which shared information about what neighbourhood planning is and feedback was received on potential boundary options. This event was attended by 300 people.
- We hosted an event for local businesses in July 2018 to discuss the principles of neighbourhood planning and to seek commitment to the emerging neighbourhood forum. Invites were targeted at local businesses and organisations by way of email, personal conversation and leaflet distribution and the event was well-attended. Interest was expressed by a number of local businesses including the Leeds Refugee Forum, Music and Arts Production, Emmaus and the UKCG Help Centre.
- At Burmantofts Gala we ran a pop up community portrait studio and worked with artists to gather creative consultations and responses to some of the questions below. The gala was attended by over 2,000 people from Lincoln Green and Burmantofts and took place on Oxon Fields.
- We have had regular contact with officers from the Communities Team in the Inner East Community Committee Area in order to ensure that work is joined up and complementary.
- A series of meetings has taken place with local Ward Members to explore neighbourhood planning and inform the boundary of the area based on their experience of working on the ground here and as elected representatives of local residents.

- We hosted a group of young people from the Lincoln Green and Mabgate area in October 2018 at East Street Arts to make a film about the area and the positive aspects of this.

The content of these engagement events has focused on the following key questions:

- Where do you go in the local area?
- What are the key amenities in the area?
- What is your favourite place in the local area?
- What do you like about the local area?
- What would you change about the local area?
- What 3 words would you use to describe the area?
- What do you call the local area?

In addition, the following methods were used to engage:

- Feedback and discussion around maps
- Pavement chalks being used at outside events
- Community crowd-sourcing of photos of the area, and identifying patterns and trends within these to highlight key landmarks or sites that are identified as the area
- Creating maps on acetate
- Feedback on those boundaries and discussions on where different areas start and end
- Discussions around names of the area and surrounding areas, where different areas start/stop and how people would describe the area
- Personal flyer distribution for events and discussion with key businesses and organisations in the area
- Flyers posted to all addresses in the area for events.

It's acknowledged that the initial focus for the neighbourhood area was primarily on Mabgate and Lincoln Green.

However, following discussions with Ward Members and other stakeholders in the area and consideration of the wider planning benefits for including Burmantofts within the neighbourhood area boundary, the proposed boundary now reflects an appropriate boundary for the purposes of neighbourhood planning and wider sustainability considerations.

Further engagement work will be taking place during the next 12 months to build up capacity in the neighbourhood area and to establish a representative neighbourhood forum.

Since November 2017, engagement work has been undertaken in the local area to build up capacity, explore options and to bring together an interim Neighbourhood Forum. This engagement has focused on options for the boundary and early scoping work on a vision for the area.



Proposed Mabgate, Lincoln Green and Burmantofts Neighbourhood Area Boundary

The proposed Neighbourhood Area boundary for Mabgate, Lincoln Green and Burmantofts is a result of the engagement and consultation that has taken place between November 2017 and June 2019. It reflects the views of local people and businesses in the area and takes into consideration a number of social, environmental and economic factors in order to promote opportunities for neighbourhood planning in the area to reflect local distinctiveness and promote sustainability.

There are no adjacent or nearby existing or proposed neighbourhood areas. The area consists of two existing electoral wards in Leeds: the majority of the proposed area is within Burmantofts and Richmond Hill Ward and the rest within Little London and Woodhouse Ward. Ward boundaries were not considered to be an appropriate starting point for the proposed neighbourhood area as they are subject to change and do not necessarily present logical physical or planning boundaries.

Mabgate, located to the north east of Leeds City Centre is an area that is undergoing rapid change. It is one of the oldest established parts of the City and was pivotal to the industrialisation of Leeds, serving as a manufacturing hub through a concentration of foundry works and of workers' houses. The area at present is a combination of the city's industrial heritage, diverse population and bustling independent artistic community. Over the last 10 years, the Mabgate area has changed significantly and there is a buoyant market for the development of new flats and student accommodation. At a strategic level there is further growth planned and the area has previously been the subject of a regeneration framework (2007). This presents a fantastic

opportunity for neighbourhood planning, although it is acknowledged that this also brings challenges.

Neighbourhood planning in this area also presents a significant opportunity for us to think bigger about the benefits that such significant change may bring. Lincoln Green is a residential area adjacent to the St James' University Hospital complex. The area was subject to major redevelopment in the 1950s and 1960s by the then Leeds County Borough Council. The estate is comprised of 8 ten-storey T-plan tower blocks and low-rise flats¹. There are 3 further T-plan blocks and another block at Macauley Street. It is a primarily Council-owned estate, and faces socio-economic challenges as being one of the most deprived neighbourhoods in Leeds², with work being undertaken in the area by the Council and third-sector as one of the Council's 6 'Priority Neighbourhoods'. Priority neighbourhood status means that investment is being directed towards the neighbourhood to improve socio-economic indicators in the area and progress is measured against key Equalities Indicators³.

It is recognised that neighbourhood planning in areas such as this presents a number of significant challenges, though it has been evidenced that neighbourhood planning can also be a key factor in building confidence in an area, giving support to over-arching Council objectives as part of the Priority Neighbourhoods Programme.

The proposed neighbourhood area boundary is provided at Appendix 1 and is a result of the work undertaken over the course of over 18 months. The designation of the neighbourhood area to include the predominantly industrial Mabgate area and the more residential areas of the Lincoln Green Estate and Burmantofts is part of a strategy that ties into the objectives of the Priority Neighbourhoods Programme in that it provides the opportunity to

maximise the benefits of the regeneration and re-development of the Mabgate area for Lincoln Green & Burmantofts through investment and encouraging new developments to play a key role in building links. This ties in with the city's ambitious Inclusive Growth Strategy⁴ and Culture Strategy⁵.

Additionally, the Mabgate area functions as the key connecting route between Lincoln Green and the City Centre, providing access to employment opportunities and building links between the economic successes of the city centre and the residential areas that are adjacent, but often feel 'disconnected' or left behind.

The area is identified in the Leeds Core Strategy as sitting within the Inner Housing Market Characteristic Area. It is also earmarked for significant residential development in the Site Allocations Plan, which in itself is a justification for exploring neighbourhood planning as an opportunity to shape the future development of the area⁶.

Neighbourhood planning in this area presents a significant opportunity for us to think bigger about the benefits that such significant change may bring.

The following section looks to Planning Practice Guidance on the factors that should be taken into consideration when applying for the designation of a neighbourhood area:

- Whether infrastructure or physical features define a natural boundary, for example a major road or railway line or waterway.

The area proposed is bounded to the west by Regent Street, a key distributor road leading from the City Centre to the A61 and Clay Pit Lane, leading out to Chapeltown and Roundhay. It is bounded to the south by the A64, a strong physical boundary between the area and the City Centre. These two key routes form strong, logical, physical boundaries for the neighbourhood area. To the east, the neighbourhood area is bounded by Lupton Lane, before turning north-west to include the Beckett Street Cemetery. The proposed area does not cover the St James' Hospital site as this would offer little opportunity for neighborhood planning, though the hospital will still have an important role in the development of the plan as a stakeholder.

- The catchment area for walking to local services such as shops, primary schools, doctors' surgery, parks or other facilities.

The eastern boundary incorporates the Co-Operative Academy, the secondary school serving Lincoln Green and Burmantofts. To the north-east, the boundary includes all of the Lincoln Green Estate, Shakespeare tower blocks, Beckett Street Cemetery and Shakespeare Primary School which serves the estate. Lincoln Green shopping centre functions as the local service centre for the Lincoln Green Estate.

The proposed neighbourhood area excludes the site of St James' University Hospital as this is considered a strategic site and the neighbourhood plan would be limited in what it could achieve in this respect. Consultation with the local community highlighted that the hospital as seen as the boundary between Lincoln Green and Harehills.

The boundary in the Burmantofts area has historical significance as the previous site of Burmantofts Pottery. The area also includes Oxon fields a key green space asset in the area where Burmantofts Gala takes place annually. Key organisations operating in this area include Burmantofts Senior Action, Ebor Gardens Community Centre and The Anglers Club. This part of the proposed neighbourhood area is served by a number of local employment sites and a primary school.

- **The area where formal or informal networks of community based groups operate.**

The Lincoln Green Estate is a diverse neighbourhood in terms of ethnicity, background, and language. The area is traditionally a working-class neighbourhood, has a large population of refugees which are served by the Leeds Refugee Forum, an organisation keen to play a role in the Neighbourhood Forum. It is considered that the Priority Neighbourhoods Programme would act as a key enabler in this respect, helping to bring those networks of community-based groups together and encouraging increased participation in the Forum. There are a number of known community groups in the area and it is hoped that the Neighbourhood Forum will provide an opportunity to bring different groups together to work on the plan in a way that offers benefits to all.

- **The physical appearance or characteristics of the neighbourhood, for example buildings may be of a consistent scale or style.**
- **Whether the area forms all or part of a coherent estate either for businesses or residents.**

The area is characterised by the City's industrial heritage, with a mix of old mill and foundry buildings and significant areas that are being re-developed. Leeds Civic Trust are in the process of piloting, in partnership with Leeds City Council, a "Local Listing Scheme" project, in order to promote the heritage value of the area and conserve and enhance existing heritage assets⁷. It is also understood

that Leeds City Council are considering a potential pilot project with Historic England for a new Conservation Area, subject to funding and agreement. There are strong physical characteristics to this part of the area, which form a style and give the area a locally-distinctive identity.

There is strong residential characteristic in parts of the area: the Lincoln Green Estate, Ebor Gardens and Burmantofts. The Lincoln Green area is characterised by a number of residential high rise blocks and housing in surrounding green space. The Burmantofts part of the area is characterised by a diverse mix of housing and employment sites. The residential elements also form the catchment area for local schools and health facilities and includes the Lincoln Green Shopping Centre which functions as the heart of the residential community.

It is the combination of these areas that provide opportunities and scope for neighbourhood planning to make a difference to local sustainability and promote local distinctiveness. There are opportunities to work in partnership with key stakeholders, including the Council and others in terms of harnessing existing assets to drive local investment and boost confidence in the area whilst also providing the opportunity to affect ongoing regeneration in particular with regard to heritage and culture.

- **Whether the area is wholly or predominantly a business area.**

The area is predominantly residential and the plan will be a Neighbourhood plan where organisations and businesses can be involved in the forum but it is only local residents who vote on the final document.

Organisational and business engagement will be a key and active part of the forum, being a place where those working and living in the area can meet and work towards shared objectives.

There are other opportunities in Leeds where the involvement of businesses in the neighbourhood planning process has been

successful. It can help to boost confidence in the Forum, in terms of reputation and capacity, and also can result in positive partnerships being formed that seek to benefit an area beyond the Plan's preparation. It also provides an opportunity to access additional funding and support. Many community organisations also are a key representative of local people for example Leeds Refugee Forum and it is important for those organisations to be able to advocate and share the views of their constituents.

- The local sense of a 'neighbourhood';
- The views of those who live, work and carry out business in the area;

The residential areas and commercial areas are easily identifiable and are indeed considered as local 'neighbourhoods'. The residential areas beyond the northern boundary form part of the residential area of Chapeltown, characteristically unique in terms of building but also in terms of local identity and distinctiveness. The commercial/business area is well known as Mabgate, has been the subject of previous planning frameworks and regeneration priorities.

Engagement work has been undertaken on how to identify the local area and has resulted in a number of boundary options proposed for consideration, identification of local assets, landmarks and services, and also in discussions on how to name the area.

- The aims of the neighbourhood plan (will the neighbourhood area assist in the delivery of the vision?)

Neighbourhood planning in this area provides a number of significant opportunities to improve local sustainability. In particular, there are opportunities for the Forum to maximise the benefits of new developments for the wider community, especially in respect of developer contributions or CIL generated by new developments. There are opportunities for the Forum to be mixed and representative of a wide range of stakeholders, including businesses, local third sector organisations, cultural

organisations and local residents.

The neighbourhood plan will help to integrate strategic city-wide planning / development objectives and importantly wider strategies for improved participation in local decision-making, a unique opportunity to fill an identified gap in the area. There isn't at present a Forum or umbrella community group that represents the area. This will help the Forum to focus on inclusivity, harnessing positive outcomes from planned future growth for the benefit of all.

The mix of business and residential uses will help the area to be better connected to the city centre, improving permeability and accessibility. The Plan could focus on improving the relationship between edge of city centre "fringe" communities and the city centre, bringing mutual benefits to residents and businesses alike. It is understood that a piece of work by University students has set out some ideas and opportunities for how this could be achieved in practice. The area as proposed would also improve accessibility to local employment opportunities through connectivity to the city centre and other nearby areas.

'It is really good that someone is starting this in our area - I didn't know something like this existed'.

A local resident showing support for the neighbourhood planning.



Neighbourhood Forum

The interim Neighbourhood Forum has been developed over the course of 2018 and 2019, with people being provided the opportunity to sign up to be involved. This has generated interest from a cross section of the community, including residents, businesses, local organisations and third sector organisations that represent a wide range of groups within the community.

The purpose of the interim Forum has been to build up capacity and interest, and further work will be done on this once the Neighbourhood Area has been designated. Those organisations having already expressed an interest are:

- Touchstone
- Leeds Refugee Forum
- Burmantofts Senior Action
- Burmantofts Gal
- The Great Get Together Events
- Lincoln Green Engagement Group
- The Bridge Community Church
- MAP
- The Coop Academy
- Shakespeare Primary School
- Emmaus
- Lincoln Green Community Centre

Membership of the group is open to anyone living, working or carrying out business in the proposed Neighbourhood Area, including elected members from Burmantofts and Richmond Hill and Little London and Woodhouse. Membership will be representative of the character, make-up, and diversity of the area and will meet relevant legal requirements.

There is a detailed 12 month plan in place to build a representative and empowered neighbourhood forum. Subject to funding, this will be a three-phased approach using creativity to build up awareness and capacity for neighbourhood planning in the local area. The first phase will be to identify a creative facilitator who will build up forum membership of at least 21 people to co-design a programme of wider engagement activities. The second phase is to build up capacity within the forum and deliver a range of engagement activities

and events to encourage participation in the neighbourhood planning process. The third phase will deliver a public event to design the first draft of the plan.

The forum will then serve not only as the body responsible for preparing the neighbourhood plan but also as a peer support network, fostering and supporting the development of its members and boosting local confidence. It's acknowledged that people may want to contribute to the plan's development in different ways and at different stages, and the forum will be structured so that it can accommodate this fluid approach. There is an opportunity for the forum to be exemplary in the way that it collaborates with the Council and other key stakeholders and for the plan to be co-produced with different services - a unique approach to neighbourhood planning.

The application to designate the Neighbourhood Forum will be made in due course once the Neighbourhood Area is designated. This important first step will help to boost local confidence in the process and encourage further participation.



Conclusion

The boundary of the proposed neighbourhood area contains the majority of businesses in the Mabgate area and the residential area of the Lincoln Green Estate, Ebor Gardens and part of Burmantofts.

The proposed area is based on the consideration of the Mabgate area as a largely historic industrial area, which now functions as a hub for local independent artistic and creative businesses, as well as light industry, warehousing, and cultural/leisure-based organisations.

The inclusion of the Lincoln Green Estate and adjoining residential areas in Ebor Gardens and Burmantofts within the proposed area is in recognition of the fact that Mabgate acts as a gateway to the city centre for many local residents, and a key focus of the neighbourhood plan is likely to be the permeability and connectivity of the area, serving as a bridge between inner city residential communities and Leeds City Centre.

The boundary is based on consultation and engagement, as well as a logical analysis of the opportunities for neighbourhood planning in the area. Significantly, the proposed area is inclusive and will help to improve local community cohesion and boost confidence in an area, allowing all to reap the benefits that new development may bring.

¹ *Historic England, Pastscape, pastscape.org.uk/hob.aspx?hob_id=1507780*

² *Leeds City Council, Locality Working Report, Appendix 5, democracy.leeds.gov.uk/documents/s167153/Locality%20Working%20Report%20Appendix%205%20061117.pdf*

³ *Leeds City Council, Equality Improvement Priorities and Measures 2018 – 2022, leeds.gov.uk/docs/List%20of%20Equality%20Improvement%20Priorities%20and%20measures%202018%20to%202022.pdf*

⁴ *Leeds City Council, Inclusive Growth Strategy, 2018 – 2023, leedsgrowthstrategy.co.uk*

⁵ *Leeds City Council, Culture Strategy, 2017 – 2030, leedsculturestrategy.co.uk*

⁶ *Planning Practice Guidance, Neighbourhood Planning, Paragraph 033 Ref 41-033-20140306, gov.uk/guidance/neighbourhood-planning--2#designating-a-neighbourhood-area*

⁷ *Leeds Civic Trust, Local List Pilot Project, Mabgate, leedscivictrust.org.uk/local-listing-workshop-at-mabgate*



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Appendix 3

Mabgate, Lincoln Green and Burmantofts Neighbourhood Area Application Regulation 6: Publicity of Neighbourhood Area Application Representations Made

Name	Organisation	Comment
Melanie Lindsley	The Coal Authority	<p>The Coal Authority is a non-departmental public body which works to protect the public and the environment in coal mining areas. Our statutory role in the planning system is to provide advice about new development in the coalfield areas and also protect coal resources from unnecessary sterilisation by encouraging their extraction, where practical, prior to the permanent surface development commencing.</p> <p>It is noted that this consultation relates to the proposed designation of the Neighbourhood Plan area.</p> <p>Our records indicate that the Neighbourhood Plan area proposed contains past coal mining legacy including; mine entries and recorded and likely unrecorded coal mine workings at shallow depth. The area identified is also an area where our records indicate that surface coal resource is present.</p> <p>Should the future Neighbourhood Plan propose any site allocations in these areas then we would expect consideration to be given to the risks posed by past coal mining activity and issues relating to mineral sterilisation.</p>
Claire Dennison	The Environment Agency	<p>We have no objections to the proposed designation, please find the following information which you may wish to look at placing in your plan.</p> <p>You could help your area to manage environmental risks and improve its resilience to climate change through neighbourhood planning. By highlighting local problems and developing policies for land use, you could help your community to manage the risk of flooding by providing landscaping to manage and store water, and by promoting the use of sustainable drainage systems. Planting trees helps to create green spaces can store water, and provide shade for people and wildlife.</p> <p>Flood Risk <i>Development proposals that increase flood risk elsewhere will not be supported.</i></p> <p>Sequential Approach</p> <ul style="list-style-type: none"> • seek to ensure neighbourhood plans are informed by an appropriate assessment of flood risk; • ensure policies steer development to areas of lower flood risk as far as possible; • ensure that any development in an area at risk of flooding would be safe, for its lifetime taking account of climate change impacts; • be able to demonstrate how flood risk to and from the plan area/development site(s) will be managed, so that flood risk will not be increased overall, and that opportunities to reduce flood risk, for example, through the use of

sustainable drainage systems, are included in the plan.

Local planning authorities should have in mind these aims in providing advice or assistance to qualifying bodies involved in neighbourhood planning.

New development proposals should be encouraged to contribute either financially or through physical works to reduce the flood risk to the wider village. This would require a clear understanding of what the flood risk reduction strategy is. This should be reflected in this section/policy.

River restoration

We would welcome any restorations river policy,

You could also help your community save money through sustainable construction. Neighbourhood planning is an opportunity for communities to encouraging efficient water and waste management systems in new buildings, and use locally sourced wood fuel for heating. You could also help to promote the use of sustainable materials in construction, and encourage energy efficiency measures for new builds. These measures will reduce the cost of construction for developers and help to reduce utility bills for those using the building. This will also help the environment by reducing emissions and improving air quality.

Groundwater – SPZ's

Protecting surface and groundwater from potentially polluting development and activity.

Sources of groundwater supply within and adjacent to the planed area will be protected using the Source Protection Zones (SPZ's) identified by the Environment Agency. As laid out in Environment Agency's Groundwater Protection: Principles and Practice, within SPZ1, we will normally object in principal to certain types of development:

Within Source Protection Zones 2 and 3, a risk based approach will be applied to the consideration of development proposals with the exception of development involving sub-water table storage; deep soakaway; underground storage of hazardous substances; sewage, trade and storm effluent, or other contaminated discharges to ground. These will not be permitted unless it can be demonstrated that they are necessary, are the only option available, and where adequate safeguards against possible contamination can be agreed.

Within Source Protection Zones developers will be expected to provide full details of the proposed construction of new buildings and construction techniques, including foundation design as part of their proposals.

Historic Landfill

There is an historic landfill within the boundary area. A CD was sent to the Local Authority which contained information on containing historic landfill data which has all the information we held on the historic landfill sites. As such, we suggest you contact the local Authority for information on these.

Surface Water

The Lead Local Flood Authority is now the responsible authority for commenting on the surface water drainage arrangements. We therefore recommend you consult your LLFA regarding the proposed management of surface water within the Plan.

Climate change allowance guidance

Please be aware that our climate change allowance guidance was updated in February 2016. The new guidance is available here: <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>.

Foul drainage

We always expect developments to connect to the mains network (where possible), as this is the most sustainable solution for sewerage discharges. Applicants will need to discuss their development proposals with the local sewerage provider to ensure that there is sufficient capacity in the system and to determine whether any additional infrastructure is needed to support the development.

For those settlements not connected to the main foul sewer network, it is likely that developments will require a form of non-mains drainage. In these instances, applicants will need to follow the foul drainage hierarchy described below and potentially seek our advice about preferred solutions. They may need to obtain an environmental permit for their foul drainage solution.

Foul drainage hierarchy

Foul drainage should be discharged to a mains sewer system wherever possible. If this is not feasible, applicants should first consider using a package treatment plant which discharges to a soakaway. Provided that there is sufficient land and suitable ground conditions, a soakaway will attenuate the discharged water quality. A septic tank discharged to soakaway may also be acceptable in some circumstances.

If there is insufficient land for a soakaway, or ground conditions mean one would not operate effectively, applicants must consider whether discharging directly to a watercourse, drain or surface water sewer is possible. Any receiving watercourse must be capable of accepting both the proposed quantity and quality of discharge. If a direct discharge is possible, a package treatment plant must be used.

If neither the use of a soakaway or a direct discharge is possible, a system without any discharge (such as a sealed cess pool or chemical toilet) can be considered. Given their capacity to overflow and discharge raw sewage directly into the water environment, such systems are a last resort. These type of systems also require regular emptying, creating additional carbon emissions and traffic which can impact on developments' sustainability.

We would like to see these details reflected in your plan so that applicants are aware of the most sustainable options for their foul drainage when they are not able to connect to the main foul sewer network. In particular, we would like you to state that where

		<p>a non-mains drainage solution is proposed, the applicant must submit a Foul Drainage Assessment (FDA1) form with their planning application.</p> <p>Water Framework Directive Any new development should take the objectives of the Water Framework Directive into account. The Water Framework Directive (WFD) is a European Directive that seeks improvements to the water environment to ensure that they are achieving a 'good' overall ecological status (or potential). The WFD sets targets for all waterbodies to achieve 'good' status or potential by 2027 at the latest (unless a lower status objective is proposed). The WFD is implemented regionally by way of River Basin Management Plans (RBMPs). You can access the details of the relevant catchments and watercourses on our Catchment Data Explorer pages (http://environment.data.gov.uk/catchment-planning/).</p> <p>In order to improve watercourses so that they achieve 'good' status, your plan could include a policy encouraging the removal of weirs, installation of fish passes and improvements to the morphology of the rivers. We would strongly support a requirement for developers to carry out WFD actions when they are developing on sites adjacent to the relevant stretches of river.</p>
Simon Jones	Highways England	<p>Many thanks for having sent through the consultation regarding the Application for the Designation of the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area.</p> <p>Whilst I would have no formal comments at this point on behalf of the Secretary of State for Transport we will be interested to see consultation in the future regarding the neighbourhood plan once published.</p>
Craig Broadwith	Historic England	<p>We write in response to your email of Wednesday 18 September 2019, in connection with the Designation of the Mabgate, Lincoln Green and Burmantofts Neighbourhood Area.</p> <p>We welcome the proposed designation, which will complement the proposed designation of the Mabgate Conservation Area and the new Grand Quarter High Street Heritage Action Zone.</p> <p>We do not wish to make further comments at this stage, but would welcome informal discussions with representatives of the Neighbourhood Forum, if the would like to engage with us.</p>
Michael Murray	The National Churches Trust	<p>We received the email below in relation to the Neighbourhood Planning consultation. The National Churches Trust is not an amenity society, and as such does not normally respond to such specific area consultations.</p>
Turley	(on behalf of) Leeds Teaching Hospitals Trust	<p>We are contacting you on behalf of our client, Leeds Teaching Hospitals (NHS) Trust ("the Trust"), following Leeds City Council's receipt of the application from the interim Mabgate, Lincoln Green and Burmantofts Neighbourhood Forum to designate Mabgate, Lincoln Green and Burmantofts ("Mabgate") as a new neighbourhood area and create a neighbourhood plan.</p> <p>We note that the Council has publicised the application and brought it to the attention of those who live, work and carry out</p>

		<p>business in the proposed neighbourhood area. Although we recognise that the Trust does not own land within the proposed Mabgate neighbourhood area, the proposed boundary lies directly adjacent to the south of land within the Trust's ownership.</p> <p>In light of the key role the Trust plays within the City as a major landowner, employer and provider of essential services, the Trust is keen to take an active and positive role in the Mabgate Neighbourhood Plan consultation process and would like to help formulate the policies, working closely with both the Council and community.</p>
Turley	(on behalf of) Leeds City College	<p>We are contacting you on behalf of our client, Leeds City College, following Leeds City Council's receipt of the application from the interim Mabgate, Lincoln Green and Burmantofts Neighbourhood Forum to designate Mabgate, Lincoln Green and Burmantofts ("Mabgate") as a new neighbourhood area and create a neighbourhood plan.</p> <p>We note that the Council has publicised the application and brought it to the attention of those who live, work and carry out business in the proposed neighbourhood area.</p> <p>Leeds City College plays a key role in the City as a major landowner, employer and educational institute and owns land within the proposed Mabgate neighbourhood boundary. Leeds City College is therefore keen to take an active and positive role in the Mabgate Neighbourhood Plan consultation and process and would like to help formulate the policies, working closely with the Council and community.</p>